


CA20N
NR
-82813

GOVT



Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

<https://archive.org/details/31761115483141>

CA24N
NR
-82B13

(3)

BACKGROUND INFORMATION
ON LAND USE PLANNING

AND

PARKS SYSTEM PLANNING
IN ONTARIO



Ministry of Natural Resources

The Hon. Alan W. Pope

Wm. T. Foster

Deputy Minister

March 1982



Office of the
Minister

Ministry of
Natural
Resources

March 1982

416/965-1301

Whitney Block
Queen's Park
Toronto Ontario

Ontario is well advanced in the major land-use planning process that was begun about 10 years ago. I believe the program I have outlined today will move us forward another important step. Its objective is to develop a series of comprehensive, integrated land use plans, and we are very close to that goal. Such plans are necessary to provide sound direction to resource management and there by discharge our responsibility to present and future generations. They will make possible the optimal multi-purpose development of Ontario's public and private lands over the long term, according to widely accepted principles of land management.

The province's Strategic Land Use Plan (known as the Coordinated Program Strategy in southern Ontario where most land is in private hands) is a coordinated compendium of policies designed to expedite the many resource management decisions that have to be made by my ministry. Final drafts of the CPS and SLUP documents are being released this spring. Our target date for completing district plans is the end of this year.

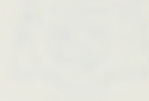
Serious parks system planning commenced later than other aspects of our overall planning effort. With the release of the report on the Task Force on Parks System Planning, and the identification of a comprehensive list of proposed candidate parks, it is now possible to include the parks system planning in the SLUP and CPS plans. This will ensure that parks receive the attention they deserve in the district land use planning process.

Ontario's land use planning program is one of the most advanced undertakings of its kind anywhere in the world. It will pay dividends to Ontarians far into the future.

Sincerely,

A handwritten signature in dark ink, appearing to read "Alan Pope".

Alan W. Pope



...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...

...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...

...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...

...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...
...the ... of the ...

[Handwritten signature]

CONTENTS

1. Introduction
2. Land-Use Decisions
3. The Schedule for Plan Completion
4. Public Consultation: A Critical Component
5. Provincial Parks
6. Task Force Report on Parks System Planning (Monzon Report)
7. Interim Uses of Candidate Parks:
 - A. The General Policy
 - B. Mineral Exploration
8. Land Use Planning and the Forest Management Agreements
9. Conclusion

Appendix: Policy and Implementation Guidelines for Interim Uses in
Candidate Parks

1. Introduction

The primary goal of the Ministry of Natural Resources' Land Use Planning Program is to ensure for the people of the province the greatest possible continuing benefits from our natural resources.

The Ministry of Natural Resources has been committed to land use planning since the early 1960s. In 1972, the enormous task of organizing the vast data base necessary to produce comprehensive land use plans was begun.

The ministry's overall goal is to provide opportunities for outdoor recreation and resource development for the continuous social and economic benefit of the people of Ontario, and to administer, protect and conserve public lands and waters.

The project assumed priority status at the time because the ministry recognized that there was a finite supply of certain resources, for which we are faced with increasing demand. The province's supplies of timber, minerals, fish, wildlife, parkland and water were, and continue to be, under strong utilization and development pressure.

It was, therefore, necessary to develop a common framework for assessing the various demands on these resources to ensure that all needs could be met. Planning and policy responses were required to ensure optimal benefits for all resource users, while providing for conservation and renewal of the resources wherever feasible.

2. Land Use Decisions

At this point in time, a number of very important land use decisions must be made if we are to receive maximum economic and social benefits from Ontario's resource potential.

Some of these decisions overlap among several resource management programs. Forest management agreements between the ministry and forest products companies, for example, encompass not only harvesting and regeneration practices, but also the needs of wildlife. They also take into account the proper claims of recreational visitors, other resource industries, and other users of the areas under agreement.

The land use plans and strategies will help the ministry accomplish several objectives:

- . They provide a means of testing the feasibility of attaining our desired resource management targets, and reconciling these targets when necessary.
- . They permit communication with the public regarding overall intentions for the use of Crown and private lands.
- . They provide direction to ministry staff about the various areas in which specific resource management activities will be undertaken.

Resource needs change, and the resource base itself is continually changing. Thus Ontario's land use plans will be dynamic. They will be reviewed periodically and amended to incorporate specific resource allocations--such as timber licences and parks--as these allocations occur. The ministry's overall strategy is to maintain as many future options as possible.

3. The Schedule for Plan Completion

The lengthy and complex process of producing the ministry's land use plans will culminate in December, 1982. Ontario will then have Canada's most comprehensive framework for natural resource decision-making, plans that will be in daily use to guide decision-makers at all levels.

At the present time, the Strategic Land Use Plans (SLUPs) for Northwestern and Northeastern Ontario and the Coordinated Program Strategy (CPS) for southern Ontario are in the final revision stage. The ministry is incorporating material based on public comment and internal review resulting from the release of the draft plans in early 1981.

At the district level, most background information documents are complete and the 46 districts are starting to develop draft plans based on known SLUP and CPS targets.

The Northwestern and Northeastern Ontario Strategic Land Use Plans and the Coordinated Program Strategy for southern Ontario are to be completed in the spring of 1982. The final versions of the district land use plans and strategies will be ready at the end of the year.

4. Public Consultation: A Critical Component

The Ministry of Natural Resources is committed to public consultation. Through it, the ministry receives innovative ideas which can lead to more effective and efficient ways of doing business and is provided with valuable information which otherwise might be overlooked or misinterpreted.

Public consultation can also lead to decisions which are more effective and efficient in that unforeseen consequences can be anticipated and concerns can be accommodated before rigid positions are reached.

Public consultation provides equitable opportunities for individuals to contribute to decisions that will be made. It will continue to be a vital component in the development of district land use plans and strategies.

The focus of the ministry's public consultation efforts will continue to be at the local level. It is the local residents who usually have the most thorough knowledge of their area, and they who will be most often directly affected by the land use decisions.

It is also recognized that some residents of the province may have interests in areas other than where they live. Therefore, news releases describing schedules of public meetings throughout Ontario will be issued. For those unable to attend these meetings, district plans and strategies will be available for review in the ministry library and reading room in Toronto and in regional offices throughout the province. Comments can then be directed back to the appropriate district office.

The ministry plans to continue to conduct its public consultation process in an informal manner. Open house meetings and drop-in centres will be stressed since they have already proven to be successful forums for constructive comment and creative criticism. They are more effective than formal public hearings which can lead to tension, misunderstanding and polarized positions.

To ensure that we hear as many viewpoints as possible, the ministry will undertake to provide sufficient advance notice in the districts that have plans being prepared. Background data used in the development of draft plans will be available for inspection at district offices. Staff will be on hand to explain how public input will contribute to the planning process and the rationale associated with the planning proposals. All comments received--either verbal or written--will be recorded and considered.

When the completed plans are announced, explanations of the key decisions will be provided to ensure that everyone is made aware of the reasoning behind the final plans.

5. Provincial Parks

One of the greatest challenges associated with the land use planning programs has been the identification of proposed candidates for new provincial parks and wilderness areas, to meet the parks' objectives endorsed by the Ontario Government in 1978.

The four objectives are:

- . to protect provincially significant elements of the natural and cultural landscape of Ontario,
- . to provide for the establishment of outdoor recreation opportunities ranging from high-intensity day use to low-intensity wilderness experiences,
- . to provide opportunities for exploration and appreciation of the outdoor natural and cultural heritage of Ontario, and
- . to provide Ontario's residents and out-of-province visitors with opportunities to discover and experience the distinctive regions of the province.

In planning for new parks, program targets have been established for each of the four objectives. For example, in the case of the recreation objective, ministry staff have calculated the required number of day-use, car camping and backcountry travel opportunities.

These program targets define the overall composition of the park system--the natural and cultural resources to be protected, the recreational opportunities to be provided, the emphasis to be given to interpreting park resources, and the contribution to be made to tourism. Program targets do not, however, indicate the preferred way the park system should be delivered.

The parks' classification scheme is one tool used in defining the preferred way of meeting the program targets. There are six classes of parks: i) wilderness, ii) natural environment, iii) waterway, iv) recreation, v) historic and, vi) nature reserve. Each class of park contributes in a different way to achieving the four objectives. For planning purposes, ministry staff have calculated the ideal number of parks of each class.

Together, program targets and park class targets define what is to be achieved, and the types and number of parks required to create the best possible system. Estimates of the number of parks in each class are used to indicate how program objectives may be met. There may be circumstances in which class targets will not be met because of the lack of available or suitable resources, because it is more feasible to attain program targets through some other mix of parks and park classes, or because the required type of park is already provided by another agency, such as Parks Canada.

The ministry's park planning effort may be the most extensive undertaking of its kind ever initiated in North America. Its approach has been comprehensive in nature, and the most advanced planning techniques have been utilized.

Great care has been taken in determining targets and identifying inventory procedures. For example, the recreation targets were developed using data from two detailed recreational studies: the Ontario Recreation Survey and the Ontario Recreational Supply Inventory. The earth and life sciences targets (related to the protection objective) recognize the natural diversity of the province. Associated field studies and inventories have, to date, involved approximately 50 man-years of work, an effort unparalleled in any other province.

6. Task Force Report on Parks System Planning (Monzon Report)

Last summer, a task force of ministry staff was established to bring together the proposed candidate parks recommended by the eight administrative regions for consideration in the land use planning program. The task force reviewed all candidates which had been through the planning process at the regional level. They also assessed the extent to which the candidates being recommended for further consideration would meet the long-term objectives of the park system. The task force report will now provide the direction for further review, refinement and completion of the regional park plans.

There has been considerable public interest in the work of this task force. Copies of the report will be available for review in the ministry library and reading room in Toronto, as well as all regional and district offices. The information in this report may assist individuals and interest groups in contributing to the district plans and strategies.

Existing parks and candidates identified in the report will:

- . achieve recreation and tourism program targets in most regions,
- . achieve protection of earth and life science resources to the extent that planning has been completed, and
- . meet the intent of the park class targets.

The task force report identifies some 240* proposed candidates. Some would provide outstanding contributions to the park system.

A few examples are the Woodland Caribou, Whitewater Lake and Lady Evelyn/Smoothwater wilderness candidates and the Teggau-Winnange, and Lake of the Woods natural environment candidates in Northern Ontario. Some waterway candidates include the Missinabi, Attawapiskat, Albany, and Brightsands Rivers in Northern Ontario, and the Upper Madawaska, Magnetewan, Petawawa-Barron and Otter Lake/Charleston Lake waterways in southern Ontario.

Some 80 candidate nature reserve sites have been identified for immediate consideration, as well as a number of recreation and historical candidates. Most of these are small in area. All will receive further consideration in our land use planning activity.

* a very small proportion of the total includes additions to existing parks or duplicate proposed candidates.

The remainder of the proposed candidates mentioned in the report could provide substantial contributions to the park system. Many are already under some form of protection, such as existing park reserve, and some are under almost no pressure from competing land uses. In the case of some potential nature reserves more detailed field studies are still required. Such candidate areas will be managed to ensure that the opportunity to achieve park objectives in the future is retained.

The targets which have been established for the provincial park system are intended to be long range in nature. Despite the work that has gone on, much remains to be done.

For protection and heritage appreciation objectives, planning has focused on identifying the resources required to protect and interpret a complete system of significant natural and cultural landscapes. The extent to which such a system can be identified is dependent upon the available information. Since there still are significant data limitations, modifications, refinements and additions to the currently proposed system will be required as knowledge increases.

For the recreation and tourism objectives, a planning horizon of 2001 has been used in defining targets. We will need to periodically evaluate the demand/supply situation and review the assumptions on which these targets are based, in order to determine whether changes are required. Also, projections for 2001 are not being viewed as defining the ultimate system since recreation and tourism demand/supply characteristics beyond 2001 will eventually have to be considered.

The identification of proposed candidate areas for new provincial parks is a major achievement. It is critical to the development of effective land use plans. It provides a means to assess the effect of parks on other ministry programs and vice versa. It is also an integral basis for developing long-term land use strategies to optimize social and economic return from the province's land base. Proposed candidate areas had to be identified for us to determine the extent to which objectives established for the provincial parks' system are being met and can be met in the future.

Many proposed areas contain features which would be irreparably damaged were interim measures not taken to protect them prior to designation as a provincial park. Once it is known that such features exist they can be protected through application of appropriate management practices.

The task force report also indicated that modification to some of the guidelines within the ministry's "Provincial Park Planning and Management Policies" manual should be considered. Consequently, this administrative manual will be available as a background document for public review and comment during the district planning process.

7. Interim Use of Proposed Candidate Parks

A. The General Policy

Work completed as part of Northwestern and Northeastern Strategic Land Use Plans, as well as other analysis, indicate that the greatest proportion of the proposed candidate parks will not compete significantly with long-term achievement of objectives of other programs, such as forestry or mining. However, some areas contain resources which are needed to meet existing resource production commitments. Immediate or total removal of access to these areas and resources could create significant economic hardship for local individuals, communities and industries. Fortunately, several of these areas can support resource use on an interim basis or under restriction without causing significant permanent damage to park values.

In recognition of these facts, plus the need to provide ministry districts with direction important to their land use planning, a policy on interim uses in candidate parks has been adopted. It will apply to areas identified as candidate parks upon completion of district land use plans and strategies. The ministry will manage and protect the park values in these areas. Resource uses which are compatible with park values will be encouraged or permitted as interim uses. Uses which are incompatible with park values will be restricted or prohibited.

Guidelines have been developed to implement this policy. These specify, among other things, how interim uses will be strictly controlled and they also set out procedures for eventual termination of existing or interim uses. The guidelines are appended to this document and will also be available for public review and comment during open houses for district land use plans and strategies.

The policy is consistent with overall ministry objectives and philosophy. In the case of the parks program, it increases the feasibility of bringing a number of candidate parks into regulation. Above all, it provides a prescription for the type of resource management which will guarantee protection of those values which led to individual areas being identified. Finally, the policy is in keeping with the ministry objective of achieving optimum benefit for present and future generations from natural resources--and with our commitment to manage these resources in a coordinated manner.

B. Mineral Exploration

Historically, the decision to set aside an area of Crown land for future parkland meant that it was removed from mineral exploration. This has created concern in the mining industry, particularly when areas believed by some to have reasonably good potential were removed.

Most of the candidate parks identified through our land use planning process will not be removed from exploration, prior to being put under regulation under The Provincial Parks Act or The Wilderness Areas Act. Exploration, however, will only be allowed to proceed under controls necessary to protect park values in general and specific key zones will be exempted from exploration.

If exploration results in the discovery of an economic deposit, then accommodation will be made according to the specifics of the situation. Such an accommodation will honour the investment made in exploration while recognizing the significant park values in the area under question.

However, these accommodations will be required infrequently since, in general, chances of finding an economic deposit are few. Furthermore, a serious attempt has been made to locate in areas where mineral potential is regarded as low.

8. Land Use Planning and the Forest Management Agreements

The ministry's forestry program is one of the major means of implementing the government's commitment to strong economic development in Ontario. The forest management agreements were developed to ensure a productive forest land base in perpetuity for the long-term health of the forest products industry. As with parks system planning, there is a relationship between these agreements and land use planning.

Errata
Page 18, 8th line should read:
Furthermore, a serious attempt
has been made to locate prop-
osed candidate parks in areas...
(addition underlined).

At present, the ministry has executed six forest management agreements. Background work has begun on a number of other agreements. It is planned that, over the next five to seven years, the bulk of the land base presently under licence to the nine major forest companies will be subject to forest management agreements.

The ministry undertook a review of the FMA process in 1981 which allowed it to make some technical adjustments. The review revealed that the processes used to deal with land use issues arising from FMAs are generally sound, and provided the opportunity to involve the public in the process.

Once land use plans are in place, they will provide the base from which FMAs will be developed. For those FMAs which may be completed during 1982, prior to the completion of district land use plans, district staff will initiate development of a general land use map covering the FMA area.

This land use map will show those areas of the existing licence where forestry operations will be generally permitted. They will also indicate where, to ensure the continuing success of resource management programs, forestry operations may be restricted (e.g. caribou range), and where they may be prohibited (e.g. shoreline reserves along canoe routes).

The map will be developed from direction provided by the strategic land use plans, the information provided through the district land use planning process to date, and ministry staff's general knowledge of the areas. It will then form the basis of negotiation with the company for areas to be excluded from the FMA or subject to special management prescriptions.

The candidate FMA area, together with maps and relevant background data will then be made available for public review and comment. After public review and comment, if required, the ministry and the company will undertake any necessary revisions to the FMA area.

This process worked well in the case of the Spruce River FMA and will enable the concerns of all parties to be accommodated within any other FMAs which might be developed prior to the finalization of district land use plans. The public review process is underway for two additional areas--the Black River Forest and the Nipigon Forest--and draft agreements will be available for review and comment during open houses associated with the Terrace Bay and Nipigon and Geraldton district plans.

9. Conclusion

The land use planning program of the Ministry of Natural Resources is the most comprehensive effort of its kind in Canada. The results of this program will be a framework according to which the lands, waters, forest, minerals, fish, wildlife and park resources will be developed, managed and utilized for the optimum benefit of residents of Ontario. The district planning process will also provide a unique opportunity for people to express their views on our proposals for future management of their resources.

APPENDIX:
POLICY AND IMPLEMENTATION GUIDELINES FOR
INTERIM USES IN CANDIDATE PARKS

Candidate parks are areas designated in Ministry of Natural Resources land use plans or strategies which may be given official status as parks at some time in the future. They are designated after a variety of proposals for optional parks have been evaluated.

Work completed in preparation of the strategic land use plans indicates that the greatest proportion of the candidate parks will not conflict significantly with long term achievement of objectives of other programs, such as forestry or mining. However, some areas contain resources which are needed to meet existing resource production commitments. Immediate or total removal of access to these areas and resources could create substantial economic hardship to local individuals, communities and industries. Several of these areas can support controlled resource use on an interim basis without causing significant permanent damage to park values.

The policy and guidelines which follow are to be applied to the management of candidate parks following their identification in approved land use plans or strategies and until their formal establishment as parks under The Provincial Parks Act and The Wilderness Areas Act.

THE POLICY FOR INTERIM USES IN CANDIDATE PARKS:

Identified park values in candidate parks will be protected. Uses and facilities which complement the achievement of park objectives will be encouraged; uses which have no significant negative impact on the long term achievement of park objectives will be permitted with judicious controls; and uses which would conflict with the long term achievement of park objectives will be prohibited.

IMPLEMENTATION GUIDELINES:

Generally, candidate parks are categorized by intended park class: wilderness, waterway, natural environment, nature reserve, recreation and historical. The class designation identifies the proposed park use for a particular candidate park and, therefore, the degree to which non-park uses may be compatible on an interim basis.

1. Park Reserves and Acquired Lands

- a) Existing park reserves and acquired land which are identified as candidate parks during district planning will be managed in accordance with the proposed policy.
- b) Those park reserves which have not been identified as candidate parks will be rescinded. Acquired lands not required will be made available for other uses, subject to the original conditions of purchase.

2. Interim Management Guidelines

- a) The ministry will prepare interim management guidelines for each candidate park. The interim management guidelines will be consistent with the direction provided in the approved district land use plan and will govern all activities occurring within candidate parks.
- b) The interim management guidelines will identify:
 - (i) park values to be protected;
 - (ii) the resource management prescriptions necessary to protect those values; and
 - (iii) restrictions on use.
- c) The interim management guidelines will be available to the public.

3. Interim Uses

- a) Once the interim management guidelines are in place, the Minister will consider resource uses which conform to the guidelines.
- b) Mining exploration and extraction may be permitted in candidate parks under controlled conditions. The details of such conditions are under development and the resulting guidelines will be made available for public comment.
- c) The ministry commitment to any interim use will be for a specific period of time.
- d) All interim resource utilization rights or licences in candidate parks will be non-transferable without the consent of the Minister.
- e) The Minister will review all plans for development and operation by all licence holders in candidate parks prior to any activity on the ground.

- f) The ministry will, by means of its field inspections, ensure that interim uses are being conducted in accordance with any licencing conditions.
- g) The Minister will retain the right to cancel any commitment or licence should the the licensee or interim user fail to meet ministry conditions stated at the time interim use was authorized.
- h) The ministry will issue a stop-work order against any authorized user if there is reason to believe that the identified park values are being threatened. The stop-work order issued by the district manager will be for a limited period of time in order to determine if, in fact, park values are being compromised and how the situation can be remedied.

4. Improvements

- a) The ministry will authorize by a short term lease all necessary buildings and structures placed in candidate parks. Unless otherwise stated, these buildings and structures are to be temporary in nature such that they are capable of being removed from the area or of such limited value they are amortized and disposable at the end of the interim period.
- b) The ministry will approve the type of use, location, standards, source of materials, closure of any roads constructed in candidate parks.

5. Termination of Use

- a) Interim users are to return the land to the Crown in a state satisfactory to the ministry. This state is to be defined in the interim licence.
- b) Persons or companies who are authorized as interim users must deposit with the ministry a performance bond for a period of one year longer than their licence or tenure.
- c) Any improvements placed in candidate parks which are not removed as required prior to termination of the licence shall become the property of the Crown and may be removed at the licensee's expense.

6. Future Flexibility

Where new uses are proposed, new public needs identified, or where new resource information becomes available which significantly alters the feasibility of eventually bringing a candidate park into regulation, the Minister may modify or rescind the candidate park and cause the district land use plan to be revised, or he may revise the parks' target or identify a new candidate park.

A prime example of this could be the discovery of a major ore body in a candidate park which could provide employment to many people. The park values will then have to be weighed against the benefits of developing a mine.

3 1761 11548314 1

